

Message Text

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USEEC

STATE PASS TO NRC FOR COMMISSIONER GILINSKY

E.O. 11652:N/A
TAGS: ENRG, TECH, EEC
SUBJ: EC STRATEGY ON NUCLEAR FUEL REPROCESSING

REF: BRUSSELS 8235

1. AS REQUESTED BY NRC COMMISSIONER GILINSKY, FOLLOWING
IS DRAFT TEXT OF EC COMMISSION COMMUNICATION TO THE
COUNCIL ON NUCLEAR FUEL REPROCESSING (SUMMARY REPORTED
IN REFTEL). THE FINAL VERSION OF THIS COMMUNICATION
HAS BEEN APPROVED BY THE COMMISSION ON JULY 14 BUT IS
NOT YET AVAILABLE IN ENGLISH. COMMISSION OFFICIALS
ASSURE US THAT THERE ARE ONLY MINOR, NON-SUBSTANTIVE,
DIFFERENCES BETWEEN THE DRAFT AND THE FINAL.

2. BEGIN QUOTE: TITLE:POINTS FOR A COMMUNITY STRATEGY
ON THE REPROCESSING OF IRRADIATED NUCLEAR FUELS.

3. I. FOREWORD -- REPROCESSING IS A COMPLEX CHEMICAL
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PROCESS APPLIED TO USED FUELS DISCHARGED FROM NUCLEAR
POWER STATIONS. THESE USED FUELS CONSIST OF A MIXTURE
OF RE-USABLE PRODUCTS (UNBURNED URANIUM, AND PLUTONIUM
GENERATED DURING IRRADIATION IN THE POWER STATION
REACTOR) AND RADIOACTIVE WASTES (FISSION PRODUCTS.)
REPROCESSING MAKES IT POSSIBLE TO SEPARATE THESE VARIOUS
PRODUCTS AND TO RECOVER THOSE WHICH CAN BE USED AGAIN.

PLUTONIUM CAN BE BURNED WITH URANIUM IN LIGHT WATER REACTORS (LWR) BUT IT IS OF GREATEST IMPORTANCE AS THE FUEL NECESSARY FOR THE OPERATION OF FAST BREEDER REACTORS, WHICH COULD SECURE THE LONG-TERM FUTURE OF NUCLEAR ENERGY IN THE COMMUNITY. IT CAN ALSO BE USED TO MANUFACTURE NUCLEAR EXPLOSIVES. IT IS NOT HIGHLY RADIOACTIVE, BUT IT IS VERY TOXIC IF ABSORBED THROUGH THE RESPIRATORY SYSTEM. RECYCLED URANIUM CAN BE USED IN REACTORS. IT RAISES NO PROBLEMS, OWING TO ITS LOW LEVEL OF ENRICHMENT. REPROCESSING IS THUS A FACTOR TO BE TAKEN INTO ACCOUNT IN:

- MEDIUM AND LONG-TERM ENERGY POLICY;
- RESEARCH, ADVANCED INDUSTRIAL DEVELOPMENT AND ECONOMIC DEVELOPMENT;
- PROTECTION OF THE ENVIRONMENT AND THE SAFETY OF WORKERS AND THE POPULATION.

IT MUST BE SUBJECTED TO THE MEASURES NECESSARY TO PREVENT THE DIVERSION OF NUCLEAR MATERIALS. AS WAS STRESSED BY THE EUROPEAN PARLIAMENT IN ITS RESOLUTION OF 10 MAY 1976, AND HAVING REGARD TO THE NEW AMERICAN ATTITUDE IN THIS FIELD, STEPS ARE CALLED FOR AT COMMUNITY LEVEL TO EXAMINE THE PLACE FOR REPROCESSING WITHIN THE PURSUIT OF THE COMMUNITY'S OBJECTIVES - PARTICULARLY IN THE ENERGY FIELD - AND TO DEFINE ACTION TO BE TAKEN ON REPROCESSING FOR:

(A) THE COMMUNITY HAS RESPONSIBILITIES AND POWERS, AND IS PURSUING OBJECTIVES, IN THE FIELDS MENTIONED ABOVE.

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(B) NATIONAL FRAMEWORKS TAKEN IN ISOLATION ARE CLEARLY BECOMING INCREASINGLY UNSUITABLE FOR THE SOLUTION OF THE WHOLE COMPLEX OF DIFFICULTIES WHICH ARE AT PRESENT HOLDING UP PROGRESS IN THE DEVELOPMENT OF THE REPROCESSING INDUSTRY.

(C) THE COMMUNITY AND ITS MEMBER STATES MUST WORK OUT SOLUTIONS WITHIN THE REPROCESSING FIELD WHICH WILL BOTH MEET THE CONDITIONS SET OUT ABOVE AND RESPOND TO INTERNATIONAL PREOCCUPATIONS REGARDING THE DEVELOPMENT OF NUCLEAR ENERGY.

4. II. REPROCESSING AND THE COMMUNITY'S OBJECTIVES

- A. OBJECTIVES IN THE INDUSTRIAL AND ENERGY FIELDS -
- REPROCESSING MAY BE SEEN TO BE ONE OF THE ESSENTIAL COMPONENTS OF A POLICY DESIGNED TO ACHIEVE THE COMMUNITY'S OBJECTIVES IN THE INDUSTRIAL AND ENERGY FIELDS.

INDEED:

- THE COMMUNITY IS IN A DIFFICULT POSITION WITH REGARD TO ENERGY; ITS FOSSIL FUEL RESOURCES ARE LIMITED AND TO SOME EXTENT COSTLY; IT IS THEREFORE HEAVILY DEPENDENT ON IMPORT-

ED PETROLEUM (55 OF COMMUNITY ENERGY REQUIREMENTS IN
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1976). THE INCREASED AVAILABILITY OF PETROLEUM FROM THE
NORTH SEA IS NOT LIKELY TO BRING ABOUT ANY FUNDAMENTAL
CHANGE IN THIS SITUATION.

- RECOURSE TO NUCLEAR ENERGY IS INDISPENSABLE TO SECURING
A REDUCTION IN THIS LEVEL OF DEPENDENCY AND TO DIVERSIFY
SOURCES OF SUPPLY THUS MAKING IT POSSIBLE FOR THE OBJECTIVES
WHICH THE COUNCIL HAS LAID DOWN ON COMMUNITY ENERGY POLICY

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TO BE ACHIEVED.

- NUCLEAR ENERGY AND COAL ARE THE MAIN RESOURCES AVAILABLE
TO COVER ENERGY NEEDS IN THE FACE OF A PROGRESSIVE DECLINE
IN PETROLEUM RESERVES.

- BUT THE COMMUNITY'S OWN RESOURCES OF NUCLEAR FUELS FALL
FAR SHORT OF ITS REQUIREMENTS (APPROXIMATELY 80 OF THE
URANIUM SUPPLIES TO THE COMMUNITY AS A WHOLE ARE IMPORTED).
THESE REQUIREMENTS MAY BE EXPECTED TO ACCOUNT FOR
APPROXIMATELY ONE THIRD OF WORLD REQUIREMENTS BY THE YEAR
2000;

ONLY REPROCESSING CAN MAKE IT POSSIBLE TO SECURE:

A) IN THE MEDIUM TERM (1985-90), A REDUCTION IN THE
REQUIREMENT OF NATURAL URANIUM (IN THE ORDER, ON AVERAGE,
OF 20 PER YEAR) IN THE COMMUNITY, WITH THE AID OF
URANIUM AND PLUTONIUM RECYCLING AT LWR POWER STATIONS.
THE PRESENT DIFFICULTIES WITH REGARD TO REPROCESSING
AND THE SUPPLY OF PLUTONIUM TO THE FIRST FAST REACTOR
POWER STATIONS WOULD PROBABLY RESTRICT THIS
REDUCTION TO HALF OF THE PERCENTAGE INDICATED ABOVE.

THE CUMULATIVE ECONOMY ACHIEVED DURING THE PERIOD 1985
TO 1990 BY PARTIAL RECYCLING WOULD LIE WITHIN THE
ORDER OF 30,000 T OF R IY CANIUM, I.E., 300 MILLION
T PETROLEUM EQUIVALENT (TPE).
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B) IN THE LONG TERM, THE PROSPECT OF VIRTUAL FREEDOM FROM
DEPENDENCY ON EXTERNAL SUPPLIES, THANKS TO FAST BREEDER
REACTORS. IT IS THUS NO ACCIDENT THAT THE COUNTRIES
MOST HEAVILY COMMITTED TO THE DEVELOPMENT OF FAST
REACTORS AND REPROCESSING ARE IN THE COMMUNITY. THIS
COMMITMENT HAS SO FAR BEEN REFLECTED IN A VERY HIGH
LEVEL OF EXPENDITURE AND INVEMENT.
MOREOVER, THE COMMUNITY HAS TO BALANCE ITS IMPORTS,
PARTICULARLY OF RAW MATERIALS, TO THE BEST OF ITS ABILITY
BY EXPORTS OF MANUFACTURED GOODS AND ADVANCED TECHNOLOGY.
NUCLEAR POWER STATIONS, IN PARTICULAR, CONSTITUTE A MAJOR
EXPORT MARKET, BUT THE EXPORT OF NUCLEAR POWER STATIONS
IS AND WILL CONTINUE TO BE MADE CONSIDERABLY EASIER IF
THE VENDOR CAN ALSO SUPPLY THE BUYER WITH CERTAIN SERVICES
FOR THE ASSOCIATED FUEL CYCLE. FROM THIS POINT OF VIEW,
REPROCESSING IS ALSO AN IMPORTANT FACTOR IN THE INDUSTRIAL
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AND COMMERCIAL DEVELOPMENT OF THE COMMUNITY.
B. PROTECTION FOR THE POPULATION AND THE ENVIRONMENT - IT
HAS ALSO BECOME APPARENT THAT REPROCESSING AND THE INDUS-
TRIAL OPERATIONS ASSOCIATED WITH IT (FABRICATION OF
PLUTONIUM FUEL ELEMENTS, TRANSPORT OF RECOVERED RADIOACTIVE
MATERIALS, WASTE MANAGEMENT) ARE AND MUST BE COMPATIBLE
WITH THE OBJECTIVES CONCERNED WITH PROTECTION FOR THE
POPULATION AND THE ENVIRONMENT OF THE COMMUNITY, PROVIDED
THE EFFORTS BEING APPLIED IN THIS FIELD ARE VIGOROUSLY
PURSUED.

INDEED:

- THE SHORT-TERM RADIOLOGICAL RISKS (WORKERS AND POPULATION)
MAY BE RELIABLY ASSESSED ON THE BASIS OF PAST EXPERIENCE.
THE DOSES RECORDED HITHERTO HAVE BEEN BELOW THE LIMITS
IMPOSED BY THE HEALTH AND SAFETY RULES OF THE MEMBER STATES
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OF THE COMMUNITY AND IN CONFORMITY WITH THE COMMUNITY
RADIOLOGICAL PROTECTION STANDARDS (EURATOM BASIC STANDARDS).
- THE VERY LONG TERM RADIOLOGICAL RISKS (FUTURE GENERATIONS)
WILL ARISE MAINLY FROM CERTAIN LONG-LIVED RADIOACTIVE WASTES.
PROGRAMMES IN PROGRESS POINT TO THE EXISTENCE OF SOLUTIONS

SHOWING GREAT PROMISE FOR THE ISOLATION OF THESE WASTES FROM THE BIOSPHERE (PERMANENT STORAGE IN GEOLOGICAL FORMATIONS, FOR EXAMPLE).

- FINALLY, THE RADIOLOGICAL RISKS FOR FUTURE GENERATIONS WOULD PROBABLY BE INCREASED IF REPROCESSING WERE ABANDONED. INDEED PLUTONIUM WOULD HAVE TO BE ADDED TO THE LIST OF UNUSABLE PRODUCTS WHICH REMAIN RADIOACTIVE FOR A VERY LONG TIME AND THE PERMANENT STORAGE OF WHICH (HUNDREDS OF THOUSANDS OF YEARS) IS THE CAUSE OF THESE RISKS.

C. GUARANTEE AGAINST THE POSSIBILITY OF NUCLEAR MATERIALS BEING DIVERTED TO PURPOSES OTHER THAN THOSE FOR WHICH THEY ARE INTENDED - PLUTONIUM CAN BE USED FOR THE MANUFACTURE OF NUCLEAR EXPLOSIVES IF CERTAIN CONDITIONS ARE PRESENT. THE RISK OF PLUTONIUM BEING USED FOR PURPOSES OTHER THAN THAT OF A REACTOR FUEL CAN BE OVERCOME BY ADEQUATE AND EFFECTIVE MEASURES RELATING TO THE SUPERVISION OF END-USE AND PHYSICAL PROTECTION.

THE COMMUNITY HAS COMPETENCE AND RESOURCES TO MAKE A SIGNIFICANT CONTRIBUTION TO ENSURING THAT NUCLEAR MATERIALS ARE NOT DIVERTED TO PURPOSES OTHER THAN THOSE FOR WHICH THEY ARE INTENDED (ARTICLE 2,E OF THE EURATOM TREATY). THESE MEASURES MUST BE SUPPLEMENTED BY PHYSICAL PROTECTION MEASURES.

INDEED THE COMMUNITY:

- HAS AT ITS DISPOSAL THE EURATOM SYSTEM OF SAFEGUARDS WHICH OPERATES IN ACCORDANCE WITH CHAPTER VII OF THE

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EURATOM TREATY AND ITS IMPLEMENTING REGULATIONS;

- HAS CONCLUDED WITH THE IAEA THE VERIFICATION AGREEMENTS OF 5 APRIL 1973 AND 6 SEPTEMBER 1976;

- IS EMPOWERED TO CONCLUDE WITH THIRD COUNTRIES OR INTERNATIONAL ORGANIZATIONS, UNDER THE TERMS OF ARTICLES 101 AND 77 OF THE EURATOM TREATY, AGREEMENTS INVOLVING SPECIAL COMMITMENTS CONCERNING SAFEGUARDS WHICH SEEM APPROPRIATE TO THE SITUATION AND TO INTERNATIONAL REQUIREMENTS IN THIS FIELD AT ANY GIVEN TIME.

- MAY UNDER THE TERMS OF ARTICLE 59 OF THE EURATOM TREATY OPPOSE THE EXPORT OF PLUTONIUM PRODUCED IN THE COMMUNITY IF SUCH EXPORT IS CONTRARY TO "THE GENERAL INTERESTS OF THE COMMUNITY", WHICH MAY BE ASSESSED, IN PARTICULAR, IN THE LIGHT OF THE OBJECTIVES OF THE EURATOM TREATY.

- MAY CONTRIBUTE TO THE ESTABLISHMENT OF "REGIONAL" RE-PROCESSING AND STORAGE CENTRES BY APPLYING CERTAIN PROVISIONS OF THE EURATOM TREATY SUCH AS THOSE REFERRING TO THE JOINT UNDERTAKING (ARTICLES 45 FF) AND TO THE STORAGE OF FISSILE MATERIALS (ARTICLE 62 AND, IN PARTICULAR, ARTICLE 80);

-MAY, UNDER THE TERMS OF ARTICLE 203 OF THE EURATOM TREATY, TAKE APPROPRIATE MEASURES REGARDING PHYSICAL PROTECTION
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WITHIN A COMMUNITY FRAMEWORK. THESE MEASURES WOULD BASICALLY BE AIMED AT HARMONIZING WITHIN A COMMUNITY FRAMEWORK THE STANDARDS OF PHYSICAL PROTECTION ADOPTED BY THE MEMBER STATES.

5. III. THE PRESENT POSITION WITH REGARD TO REPROCESSING;
THE DIFFICULTIES.

THE INDUSTRIAL DEVELOPMENT OF REPROCESSING IS AT PRESENT HAMPERED BY:

- PROBLEMS IN PERFECTING THE TECHNOLOGY OF THE PROCESSES INVOLVED AND ADAPTING THEM FOR PRACTICAL APPLICATION. PROCESSES SUCCESSFULLY DEVELOPED DURING THE 1940-60 PERIOD WITHIN THE FRAMEWORK OF FIRST THE AMERICAN, THEN THE BRITISH AND FRENCH MILITARY PROGRAMMES, USING SLIGHTLY IRRADIATED METALLIC FUELS, PROVED MORE DIFFICULT THAN HAD BEEN EXPECTED TO TRANSPOSE TO THE REPROCESSING OF HIGHLY IRRADIATED OXIDE FUELS AT LWR POWER STATIONS.

- FINANCING PROBLEMS. THE COMMERCIAL VIABILITY OF RE-PROCESSING REMAINS TO BE ESTABLISHED, AT LEAST IN THE SHORT TERM. THE ECONOMICS OF REPROCESSING AND THE ASSOCIATED OPERATIONS ARE SUBJECT TO A CONSIDERABLE MARGIN OF UNCERTAINTY RANGING FROM PROFITABILITY TO A HEAVY BURDEN OF COSTS, DEPENDING ON THE HYPOTHESIS SELECTED. THE MAIN SOURCES OF THIS UNCERTAINTY ARE THE COSTS OF MANAGEMENT AND STORAGE OF THE RADIOACTIVE WASTE AND THE VALUES TO BE ASSIGNED TO THE MATERIALS (URANIUM AND PLUTONIUM) RECOVERED BY REPROCESSING. IMPACT OF THE POSSIBLE COST OF THESE OPERATIONS ON THE COST OF NUCLEAR ENERGY IS NOT CONSIDERED

TO BE PROHIBITIVE (4-5 OF THE COST PER KWH). MOREOVER,
A STRATEGY EXCLUDING REPROCESSING IS BOUND TO BE COSTLY
SINCE IN THAT CASE, THE RE-USABLE FUELS (UNBURNED URANIUM
AND PLUTONIUM) WOULD BE REGARDED AS WASTE. CONSEQUENTLY
INDUSTRY IS HESITATING TO INVEST, AT LEAST WITHOUT HEAVY
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FINANCIAL PARTICIPATION BY PUBLIC BODIES OR POTENTIAL
CLIENTS (ELECTRICITY PRODUCERS).

- PROBLEMS ASSOCIATED WITH THE INDUSTRIAL APPLICATION OF
TECHNOLOGIES CONCERNED WITH RADIOACTIVE WASTE AND EFFLUENT
AND WITH THE CONTINUED STRENGTHENING OF SAFETY ARRANGEMENTS.
THESE PROBLEMS GIVE RISE TO UNCERTAINTY WITH REGARD TO
ADDITIONAL AMOUNTS OF INVESTMENT WHICH MAY BE REQUIRED AND
DELAYS IN THE PREPARATION OF SAFETY REPORTS.

- DIFFICULTIES WITH REGARD TO PUBLIC ACCEPTANCE WHICH ARE
MAKING THEMSELVES FELT IN VARYING DEGREES IN THE COMMUNITY
AND ARE AT PRESENT SLOWING DOWN CERTAIN PLANT CONSTRUCTION
PROJECTS IN BRITAIN AND GERMANY;

- QUITE RECENTLY, BY ATTITUDES NOW BEING ADOPTED IN
AMERICA.

THESE DIFFICULTIES ARE CAUSING CONSIDERABLE DELAYS IN THE
DECISION TO BUILD, IN THE ACTUAL CONSTRUCTION OF PLANTS
AND IN THE COMMISSIONING OF COMMERCIAL-SCALE OXIDE
REPROCESSING FACILITIES.

ALTHOUGH MOST COUNTRIES WITH A SIGNIFICANT NUCLEAR PROGRAM
HAVE PROJECTS FOR REPROCESSING PLANTS CURRENTLY IN HAND,
NO LARGE OXIDE FUEL REPROCESSING FACILITIES ARE AT PRESENT
IN SERVICE ANYWHERE IN THE WORLD, WITH THE EXCEPTION OF THE
BIG PLANT AT LAHAGUE (COGEMA, FRANCE) WHICH BEGAN
OPERATING ON REDUCED LOAD IN 1976.

CONSEQUENTLY, A COMPARISON BETWEEN PRESENT TRENDS IN
REQUIREMENTS AND AVAILABLE URANIUM OXIDE FUEL REPROCESSING
CAPACITY IN THE COMMUNITY AND THE WORLD SHOWS THAT CAPACITY
WILL BE INSUFFICIENT TO MEET THE NEED IN THE YEARS TO
COME.

IN THE COMMUNITY, CAPACITY WILL REMAIN BELOW ANNUAL REQUIRE-
MENTS UP TO AROUND 1986-89. (ACCORDING TO PESSIMISTIC

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AND OPTIMISTIC FORECASTS MADE ON THE DEVELOPMENT OF
PROGRAMMES FOR THE CONSTRUCTION OF NUCLEAR POWER STATIONS
AND REPROCESSING FACILITIES.)

THIS ALSO MEANS THAT THE STOCKS OF IRRADIATED FUEL ACCUMU-
LATED SINCE 1975 WILL ONLY BE ENTIRELY REPROCESSED SOME
YEARS LATER, I.E., AT BEST AFTER 1988.

AS FAR AS THE COMMUNITY IS CONCERNED (THE COMMUNITY'S
REQUIREMENTS ACCOUNT FOR APPROXIMATELY 75 PCT OF EUROPEAN
REQUIREMENTS), THE FIGURES WOULD BE AS FOLLOWS:

	1980	1985	1990
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NUCLEAR POWER STATION CON- STRUCTION PROGRAMS (IN GWE)	40-48	85-95	140-180
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CUMULATIVE REPROCESSING REQUIREMENTS FROM 1975 (IN THOUSAND TONNES OF URANIUM CONTENT)	2	8-9	20-25
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CUMULATIVE REQUIREMENTS NOT COVERED (STOCKS AWAITING REPROCESSING)(IN THOUSAND UNCLASSIFIED	1	3-4	10-15
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TONNES OF URANIUM CONTENT)

THESE EVALUATIONS DO NOT TAKE INTO ACCOUNT THE POSSIBILITY
THAT PART OF THE CAPACITY SET UP IN EUROPE MAY BE SET ASIDE
FOR NON-EUROPEAN REQUIREMENTS.

THESE DIFFICULTIES, IF NOT OVERCOME IN GOOD TIME, COULD
JEOPARDIZE THE COMMUNITY'S NUCLEAR ENERGY OBJECTIVES.
MOREOVER, THE LACK OF CAPACITY IMPOSES THE NEED TO STOCK-
PILE USED FUEL ELEMENTS PENDING REPROCESSING.

THESE STORAGE REQUIREMENTS, WHICH WILL BE EQUAL TO THZ
CUMULATIVE REQUIREMENTS NOT COVERED, WILL HAVE TO BE MET
IF SEVERE ADVERSE EFFECTS ON THE NORMAL OPERATION OF THE

COMMUNITY'S NUCLEAR POWER STATIONS ARE TO BE AVOIDED. THEY COULD BE MET DURING THE PERIOD UP TO 1990 BY DOUBLING THE STORAGE CAPACITY CURRENTLY ALLOTTED TO EACH NUCLEAR POWER STATION, ALTHOUGH IT WOULD SEEM PREFERABLE TO LIMIT THIS STORAGE CAPACITY TO THE IMMEDIATE OPERATING NEEDS OF EACH POWER STATION. THE PRESENT STORAGE CAPACITY OF A POWER STATION IS BETWEEN ONE AND TWO DISCHARGE PER YEAR PLUS A COMPLETE CORE (IN THE EVENT THAT THE REACTOR HAS TO BE COMPLETELY UNLOADED FOR INSPECTION). A COMPLETE CORE REPRESENTS THREE DISCHARGES PER YEAR IN THE CASE OF A PWR. ADDITIONAL CAPACITY OF THREE DISCHARGES PER YEAR WOULD BE NECESSARY. IT MAY BE NOTED THAT SEVERAL OPERATORS HAVE ALREADY EMBARKED UPON DEVELOPMENTS IN THIS DIRECTION.

THEY COULD ALSO BE MET BY SETTING UP CENTRALIZED STORAGE CAPACITY. FOR EXAMPLE, THE COMMUNITY WOULD BY 1990 NEED TO HAVE AVAILABLE 10-15 UNITS OF 1,000 TONNES. THIS WOULD REPRESENT AN INVESTMENT IN THE ORDER OF 1,000 MILLION TO 1,500 MILLION UNITS OF ACCOUNT BETWEEN NOW AND 1990.

6. IV. POINTS TO BE COVERED BY A COMMUNITY STRATEGY

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THE ABOVE ANALYSIS SHOWS THAT:

- REPROCESSING IS A NECESSARY AND DECISIVE STAGE IN A NUCLEAR STRATEGY DESIGNED TO SECURE THE COMMUNITY'S MEDIUM AND LONG-TERM ENERGY OBJECTIVES;
- REPROCESSING CAN AND MUST BE COMPATIBLE WITH CONCERNS OF SAFETY AND PROTECTION FOR THE POPULATION, AS LONG AS EFFORTS ALREADY DEPLOYED IN THIS FIELD ARE VIGOROUSLY PURSUED. THE ALTERNATIVE WITHOUT REPROCESSING OFFERS NO DECISIVE ADVANTAGES FROM THIS POINT OF VIEW;
- THE DEVELOPMENT OF NEW MEASURES, ARRANGEMENTS, AND TECHNIQUES ENSURING FULL COMPATIBILITY OF REPROCESSING WITH THE EXCLUSIVELY PEACEFUL USE OF NUCLEAR MATERIALS ON A LARGE SCALE MUST BE PURSUED IN LINE WITH THE INDUSTRIAL DEVELOPMENT OF REPROCESSING.

A COMMUNITY STRATEGY IN THIS FIELD MUST THEREFORE:

- PROMOTE THE COORDINATED DEVELOPMENT AT MINIMUM COST OF THE COMMUNITY'S REPROCESSING AND PLUTONIUM INDUSTRIES;
- CONFIRM THE COMPATIBILITY OF REPROCESSING WITH THE COMMUNITY'S OBJECTIVES OF POPULATION AND PROTECTION OF THE ENVIRONMENT AND WITH THE EXCLUSIVELY PEACEFUL USE OF NUCLEAR MATERIALS.

(A). PROMOTION -- INDUSTRIAL INITIATIVE BASED ON COMMERCIAL PROFITABILITY, WHICH IS STILL LACKING TODAY, NO LONGER SEEMS ADEQUATE TO SERVE AS THE DRIVING FORCE FOR THE INDUSTRIAL DEVELOPMENT OF REPROCESSING. THE DEVELOPMENT OF THE FIRM UNITED REPROCESSORS, SINCE ITS ESTABLISHMENT IN 1971 IN A TOTALLY DIFFERENT CONTEXT, IS AN EXAMPLE

OF THIS. UNITED REPROCESSORS IS A FIRM PROVIDING RE-
PROCESSING SERVICES, WHICH FROM ITS INCEPTION HAS GROUPED
BRITISH (BNFL), GERMAN (KEWA), AND FRENCH (CEA) INTERESTS
AND WHOSE JOB HAS BEEN TO COORDINATE INVESTMENTS IN ORDER
TO AVOID SUPERFLUOUS CAPACITY. THE COMMISSION ACCEPTED
THE ESTABLISHMENT OF THIS COMPANY IN 1971 AGAINST THE

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BACKGROUND PREVAILING AT THE TIME AS AN EXEMPTION FROM
THE REQUIREMENTS OF ARTICLE 85 OF THE EEC TREATY (COM-
PETITION RULES).
THE PROMOTERS, WHETHER PUBLIC (E.G., BNFL, COGEMA),
PRIVATE (E.G., KEWA) OR MIXED (E.G., BELGOPROCESS), DO
INDEED SUBORDINATE THE ESTABLISHMENT OF NEW CAPACITY TO A
LIMITATION OF THE FINANCIAL RISKS AND TO THE REQUIREMENTS
OF THE NATIONAL NUCLEAR PROGRAMMES. THIS ASSESSMENT VARIES
FROM ONE COUNTRY TO ANOTHER IN THE COMMUNITY. IN PARTICULAR,
COUNTRIES WITH NUCLEAR POWER PLANT PROGRAMMES OF MODEST
SCOPE RUN THE RISK OF BEING FORCED TO SET UP COMPANIES
WHICH ARE, FROM THE OUTSET, BOUND TO OPERATE ON AN
UNSOUND ECONOMIC BASIS IN ORDER TO ENSURE AT ALL COSTS
THAT THEY HAVE REPROCESSING SERVICES WHICH FOREIGN
PROMOTERS WOULD NOT BE ABLE - OR WILLING- TO PROVIDE DURING
PERIODS OF WORLD SHORTAGE.
THE USERS ALL OF WHOM ARE ELECTRICITY PRODUCERS, ARSF'S,
WITH THE DILEMMA OF THEMSELVES HAVING TO TAKE ON HEAVY

FINANCIAL COMMITMENTS TO ENSURE THAT THEY HAVE THE
SERVICES WHICH THEY ALONE REQUIRE, OR NOT TO HAVE THEIR
FUEL REPROCESSED AT ALL. THE STATEMENT ADOPTED BY THE
MANAGEMENT COMMITTEE OF THE INTERNATIONAL UNION OF PRODUCERS

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AND DISTRIBUTORS OF ELECTRICAL ENERGY (UNIPEDE) ON 17 MAY 1977 IS WORTH NOTING IN THIS CONNECTION: "THE MEMBERS OF UNIPEDE CONSIDER IT INDISPENSABLE, WITHIN THE FRAMEWORK OF EXISTING LAWS AND REGULATIONS AT NATIONAL LEVEL AND WHERE APPROPRIATE, WITHIN THE FRAMEWORK OF INTERNATIONAL COOPERATION, THAT URGENT PRIORITY SHOULD BE GIVEN TO THE EARLY CONSTRUCTION OF REPROCESSING PLANTS CAPABLE OF MEETING REQUIREMENTS. THE ELECTRICITY PRODUCERS ARE RESOLVED TO MAKE THEIR CONTRIBUTION TO THE DEPLOYMENT OF THE NECESSARY INDUSTRIAL EFFORT."

THE MAIN POINTS OF A JOINT STRATEGY DESIGNED TO SECURE THE DEVELOPMENT OF REPROCESSING IN THE COMMUNITY SHOULD AIM AT:

- BRINGING ABOUT A CONVERGENCE, BETWEEN PROMOTERS AND USERS INTERESTS AND LINKING THEIR ACTION WITH THAT OF THE COMMUNITY, WHILST AT THE SAME TIME EXTENDING TO THIRD PARTIES (PARTICULARLY THE COMMUNITY'S EUROPEAN NEIGHBOURS) FACILITIES FOR JOINING THE GROUP OR GROUPS FORMED;
- "EXTENDING TO THE USERS OF ALL MEMBER COUNTRIES, INCLUDING THOSE COUNTRIES HAVING NUCLEAR POWER PLANT PROGRAMMES OF MODEST SCOPE, FACILITIES FOR ENSURING, BY WAY OF PARTICIPATION IN THE GROUPS FORMED, THAT THEY HAVE THE DESIRED REPROCESSING SERVICES UNDER OPTIMUM ECONOMIC CONDITIONS, WHICH WOULD MAKE IT POSSIBLE TO LIMIT THE NUMBER OF REPROCESSING PLANTS IN THE COMMUNITY TO THE BARE MINIMUM NEEDED."

- FACILITICROSS PARTICIPATION BETWEEN GROUPS;
- PROVIDING CERTAIN FINANCIAL AID (E.G., PARTICIPATION BY THE COMMUNITY, PARTICIPATION BY THIRD PARTIES).

THE LEGAL FRAMEWORK OF THE JOINT UNDERTAKING PROVIDED BY THE EURATOM TREATY COULD BE AN EXCELLENT INSTRUMENT FOR THE APPLICATION OF THIS STRATEGY, FOR IT ENABLES INDUSTRIAL INITIATIVE TO BE DEVELOPED WITHOUT THE PUBLIC SERVICE

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ASPECTS ASSOCIATED WITH REPROCESSING BEING OVERLOOKED. THE COMMISSION THEREFORE PROPOSES THAT THIS FACILITY SHOULD BE USED, HAVING DUE REGARD IN PARTICULAR TO THE FOLLOWING PROVISIONS OF THE TREATY:

- POSSIBLE PARTICIPATION BY THE COMMUNITY IN THE FINANCING OF THE JOINT UNDERTAKING (ARTICLE 46,2,D))
- POSSIBLE PARTICIPATION BY A NON-COMMUNITY COUNTRY, AN INTERNATIONAL ORGANIZATION OR A NATIONAL OF A NON-COMMUNITY COUNTRY IN THE FINANCING OR MANAGEMENT OF THE JOINT

UNDERTAKING (ARTICLE 46,2,E).
IN ADDITION, THIS PROMOTION STRATEGY WOULD MAKE IT POSSIBLE
TO ESTABLISH A BRIDGE WITH THE COMPATIBILITY STRATEGY
DEALT WITH BELOW. INDEED, A JOINT UNDERTAKING OF THIS
KIND, TO THE EXTENT THAT THE PLANTS TO BE COVERED BY IT
WOULD BE CONCENTRATED, COULD CONSTITUTE THE COMMUNITY
FORMULA FOR "NUCLEAR FUEL PARKS".
SUCH A STRATEGY SHOULD ENJOY THE COOPERATION OF THE MAIN
REPOSITORIES OF REPROCESSING TECHNOLOGY.
THE COMMISSION PROPOSES THAT THE COUNCIL SHOULD TAKE A
DECISION TO SET UP A COMMITTEE WHOSE TASK WOULD BE TO
ASSIST THE INSTITUTIONS IN THE ELABORATION OF THIS
STRATEGY ON THE BASIS OF THE MAIN POINTS SET OUT ABOVE,
TAKING INTO ACCOUNT THE RESPECTIVE INTERESTS OF THE PRO-
MOTORS AND USERS CONCERNED IN THE COMMUNITY AND WHICH WOULD
REPORT TO THE COMMISSION AND TO THE COUNCIL BEFORE THE
END OF 1978 ON FOLLOW-UP ACTION TO BE TAKEN.
THE COMMISSION PROPOSES TO SUPPLEMENT THIS STRATEGY:
- BY DRAWING THE ATTENTION OF PROMOTERS TO COMMUNITY
FINANCING FACILITIES, PARTICULARLY THE "EURATOM LOANS";

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- BY STUDYING THE COMMUNITY PROVISIONS DESIGNED TO ENSURE
THAT ADDITIONAL STORAGE CAPACITY FOR USED FUEL ELEMENTS
WILL BE AVAILABLE SUFFICIENTLY EARLY AND WILL BE ACCESSIBLE
TO ALL.
B. COMPATABILITY
HEALTH AND SAFETY RULES - AS HAS BEEN SAID ABOVE A CLOSED
FUEL CYCLE (WITH REPROCESSING AND RE-USE OF RECOVERED
FISSILE MATERIALS) IS AND MUST REMAIN COMPATIBLE WITH THE

OBJECTIVES OF SAFETY AND HEALTH FOR THE POPULATION OF THE COMMUNITY, PROVIDED THE EFFORTS BEING DEPLOYED ARE VIGOROUSLY PURSUED.

IN THIS CONNECTION, THE COMMISSION PROPOSES TO LAUNCH A PROGRAMME OF R&D ON THE PROCESSES WHICH WOULD MAKE IT POSSIBLE TO ENSURE THAT, IN SPITE OF THE INDUSTRIAL DEVELOPMENT OF REPROCESSING, THE RADIOACTIVE POLLUTION OF THE ENVIRONMENT, AND PARTICULARLY THE ATMOSPHERE, BY THE BIG PLANTS OF THE FUTURE WILL REMAIN NEGLIGIBLE.

IT MAY ALSO MAKE PROPOSALS TO BROADEN THE SCOPE OF ITS CURRENT PROGRAMMES ON RADIOACTIVE WASTE IN A FUTURE COMMUNICATION ON THE SUBJECT.

GUARANTEES AGAINST THE DIVERSION OF NUCLEAR MATERIALS - THE DEVELOPMENT OF MEASURES, ARRANGEMENTS AND TECHNIQUES TO ENSURE FULL COMPATIBILITY OF REPROCESSING WITH THE UNCLASSIFIED

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EXCLUSIVELY PEACEFUL USE ON A LARGE SCALE OF NUCLEAR MATERIALS MUST BE PURSUED IN LINE WITH THE INDUSTRIAL DEVELOPMENT OF REPROCESSING.

A REPROCESSING STRATEGY MUST, FOR THIS PURPOSE, GIVE CONSIDERATION TO:

1. THE POSSIBILITY OF INFLUENCING THE TECHNOLOGICAL PROCESSES NOW UNDERGOING INDUSTRIAL DEVELOPMENT - ALL OF WHICH INVOLVE STORAGE OF PURE PLUTONIUM IN LARGE QUANTITIES DURING THE COURSE OF ITS RE-USE, IN BOTH LIGHT WATER AND FAST REACTORS - WITH A VIEW TO CUTTING OUT THIS STORAGE PHASE; THE JOINT REPROCESSING OF URANIUM AND PLUTONIUM (CO-PROCESSING), THE PREPARATION OF STANDARD U-PU MIXTURES AND THE IMMEDIATE REFABRICATION OF CONTROL RODS ARE SOME OF THE THINGS WHICH SHOULD BE INVESTIGATED. THE COMMISSION PROPOSES TO SET UP A WORKING PARTY WHICH WILL MAKE A DETAILED EXAMINATION OF MEASURES, TO BE INCORPORATED INTO PROPOSALS FOR FUTURE ACTION IN THIS FIELD, WHICH IT MIGHT BE POSSIBLE TO INTEGRATE INTO THE INFCE PROGRAMME RECENTLY PROPOSED BY THE USA.

2. THE DEVELOPMENT OF REGIONAL STRUCTURES CONCENTRATING THE FINAL OPERATIONS OF THE FUEL CYCLE IN ORDER TO LIMIT THE GEOGRAPHICAL DISPERSION OF FISSILE MATERIALS AND TO EASE THE TASK OF SUPERVISION. SUCH STRUCTURES WOULD OFFER CERTAIN ECONOMIC ADVANTAGES, IN PARTICULAR THE POSSIBILITY OF INCREASING THE UNIT SIZE OF PLANTS AND OF REDUCING THE COST OF SAFEGUARDS, AND WOULD BE CONCENTRATED IN A VERY SMALL NUMBER OF LOCATIONS (E.G., FIVE SITES FOR WESTERN EUROPE IN THE YEAR 2000). THE CONSEQUENCES FOR FREE COMPETITION WOULD REMAIN TO BE EXAMINED.

AS FAR AS THE COMMUNITY IS CONCERNED, SUCH AN ORGANIZATION COULD EVOLVE WITHIN THE FRAMEWORK OF ONE OR MORE JOINT UNDERTAKING, WITH POSSIBLE FINANCIAL PARTICIPATION BY

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THE COMMUNITY AND SUBJECT TO EURATOM SAFEGUARDS, BUT WITH THE POSSIBILITY OF PARTICIPATION BY A NON-MEMBER COUNTRY NOT RULED OUT. SUCH AN APPROACH TIES IN WITH THAT RECOMMENDED ABOVE FOR THE PROMOTION OF REPROCESSING. THE (MULTINATIONAL) REGIONAL NUCLEAR FUEL CENTRES WOULD BE GOVERNED BY SUCH UNDERTAKINGS: THE FUEL CYCLE SERVICES PROVIDED AS PART OF SALES OF NUCLEAR POWER STATIONS ABROAD WOULD BE CARRIED OUT ON A COMMERCIAL BASIS IN THESE CENTRES, AND EXPORT OF TECHNOLOGY WOULD BE LIKEWISE AVOIDED.

COMMUNITY PARTICIPATION IN THE INFRASTRUCTURE COSTS IN GENERAL AND IN THE PERMANENT STORAGE OF RADIOACTIVE WASTE IN PARTICULAR WOULD MAKE IT POSSIBLE TO EXTEND FREE ACCESS TO THE REGIONAL CENTRE TO ALL THE INDUSTRIES OF THE COMMUNITY AND TO RELIEVE THE HOST COUNTRY OF PART OF THE BURDEN BY ESTABLISHING THE STORAGE SITES AS COMMUNITY UNDERTAKINGS.

3. THE DEVELOPMENT OF A SYSTEM OF INTERNATIONAL AGREEMENTS AND ARRANGEMENTS COVERING, IN PARTICULAR, THE EXPORT OF SENSITIVE MATERIALS AND TECHNOLOGIES. SUCH A SYSTEM WHICH COULD INVOLVE MEASURES AIMED AT INTERNATIONAL TRADE IN FISSILE MATERIALS, INCLUDING STOCKPILING, AFFECTS THE NUCLEAR INDUSTRY AS A WHOLE AND IMPINGES UPON THE INTERESTS OF THE COMMUNITY AND ITS MEMBER STATES. THE COMMISSION FEELS IN THIS REGARD THAT THE COMMUNITY SHOULD PARTICIPATE AS A COMMUNITY IN THE INTERNATIONAL DISCUSSIONS ON THESE SUBJECTS, IN ACCORDANCE WITH A SUITABLE PROCEDURE.

THE COMMISSION INVITES THE COUNCIL TO GIVE ITS AGREEMENT TO THE FOLLOWING:

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- THE COMMUNITY AND ITS MEMBER STATES MUST RETAIN THE
POSSIBILITY OF RECOVERING AND RECYCLING USED FUELS DIS-
CHARGED FROM NUCLEAR REACTORS.

- MOREOVER, IT IS NECESSARY TO PROMOTE THE COORDINATED
DEVELOPMENT AT MINIMUM COST OF THE REPROCESSING AND
PLUTONIUM INDUSTRIES IN THE COMMUNITY, WHILE CONFIRMING
THE COMPATIBILITY OF THESE ACTIVITIES WITH THE OBJECTIVES
OF SAFETY FOR THE POPULATION OF THE COMMUNITY AND PROTECTIOO
OF THE ENVIRONMENT WITH THE EXCLUSIVELY PEACEFUL USE OF
NUCLEAR MATERIALS.

IT ALSO ASKS THE COUNCIL TO TAKE A DECISION SETTING UP AN
AD-HOC COMMITTEE ON THE REPROCESSING OF IRRADIATED NUCLEAR
FUELS.END QUOTE.HINTON

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